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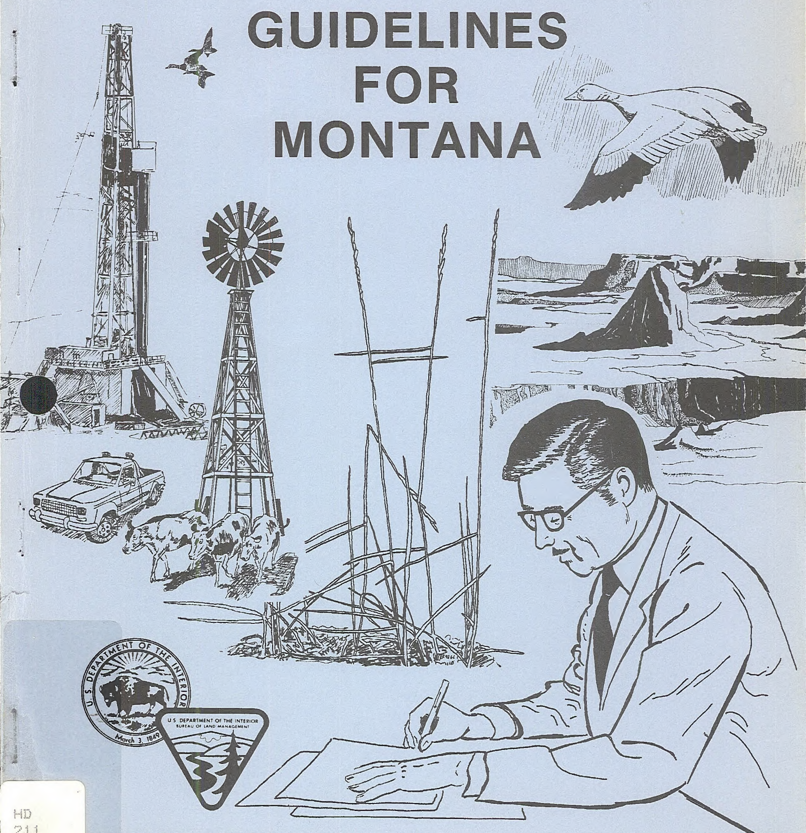
PROJECT MANAGEMENT GUIDELINES FOR MONTANA



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Bureau of Land Management

October 1981

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INTRODUCTION

Throughout its history, the Bureau of Land Management has been involved in special projects which required putting together teams of people outside the normal Tables of Organization. In recent years it has become more and more necessary to form these special project teams because in many cases these projects cross district or even state boundaries.

Because of the numerous RMPs, EISs, and special studies that will be required state-wide within the next ten years, it was felt that some guidelines on Project Management should be distributed statewide.

In order to keep these guidelines brief and to the point, much detail was purposely eliminated. Those who wish to examine a completed project management plan should contact the state office and request a copy of the Fort Union Coal Region Project Management Plan or a similar example.

I trust these guidelines will be helpful as we implement a project management approach to major efforts in the upcoming months.

Michael J. Penfold

Michael J. Penfold
State Director

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CHAPTER I
PROJECT MANAGEMENT: WHAT IS IT

There are several ways to organize any endeavor. These are by program, function, geographic area, and project.

In a resource agency like BLM, programs consist of wildlife, rangeland management, lands, minerals, etc. In a program organization, all of the functions necessary to accomplish one of these programs would be located under the direction of a program leader. Figure 1 illustrates a simplified program organization.

Functions necessary to manage resource programs include planning, program development, inventory, technical direction, implementation, etc. In a functional organization, a single official handles a function like planning for all programs, another official would handle a function like budget for all programs, etc. Figure 2 illustrates a functional organization.

A geographic organization simply means that the responsiblities of the agency or company are divided up by geographic region.

Now we come to project organization. In this case, a project manager is given both authority and responsibility for both programs and functions of the agency within a defined geographic region. But isn't this what a land manager, like a BLM District Manager, does? The answer is, yes. This is why a project manager becomes very much like a line official of the agency.

But there is a difference. The line manager is responsible for the activities of the agency on a continuing basis. The emphasis is on all activities. A project manager is responsible only for certain activities and then normally with a specific time limit for their completion.

The key is how the project is defined. It can be vast, as with the construction of a major hydroelectric dam or NASA's Apollo Project, or involve only several functions and a single program, as with Montana's Humbug Spires and Beartrap Canyon ISA Suitability Report/EIS Project. A project manager's authority ties directly to this definition of the size and complexity of the project.

It should be noted that most companies or agencies are mixes of the above types of organizations, and BLM is no exception. The Bureau of Land Management is basically a functional organization set up on a geographic basis. But technical direction in its Washington Office has subordinate program organizations, such as the Rangeland Management Division, and the agency has a long history of special projects.

FIGURE 1
ORGANIZATION BY PROGRAM

RANGE	WILDLIFE	MINERALS	REALTY
BUDGET PLANNING GUIDANCE IMPLEMENTATION	BUDGET PLANNING GUIDANCE IMPLEMENTATION	BUDGET PLANNING GUIDANCE IMPLEMENTATION	BUDGET PLANNING GUIDANCE IMPLEMENTATION

FIGURE 2
ORGANIZATION BY FUNCTION

BUDGET	PLANNING	GUIDANCE	IMPLEMENTATION
RANGE WILDLIFE MINERALS REALTY	RANGE WILDLIFE MINERALS REALTY	RANGE WILDLIFE MINERALS REALTY	RANGE WILDLIFE MINERALS REALTY

CHAPTER II
PROJECT ORGANIZATION: WHEN AND WHY

When should an agency turn over a part of its activities to a project manager instead of letting the normal organization take care of them? That goes back to what BLM's state, district, and resource area organizations are good at doing, and are not good at doing.

Figure 3 is a simplified schematic of a BLM field organization. It omits, for instance, the important functions of technical services and public affairs. But it is here to illustrate a point. Management direction is indicated by the heavy, dark lines. Day to day work coordination is indicated by the dotted lines. If an individual in the Planning Division evaluates a Washington directive, and concludes that a change is needed in a resource plan being worked on by an area manager, and the change involves a budget shift and a change in program direction, every line on this chart is likely to be used before the change is implemented. Need more be said?

This normal organization structure works very well when there are well designed guidelines for carrying out work, and one level in the organization has most of the people, money, and authority to do the work. But the formal organization becomes cumbersome in at least four instances:

1. When the size of the job is large enough that communication and coordination become exceedingly complex.

2. Where people from several different units and levels in the organization, normally working for different people, are directly involved in completing the work.

3. Where the work is experimental in nature, and there is lack of clear direction and guidelines for its accomplishment.

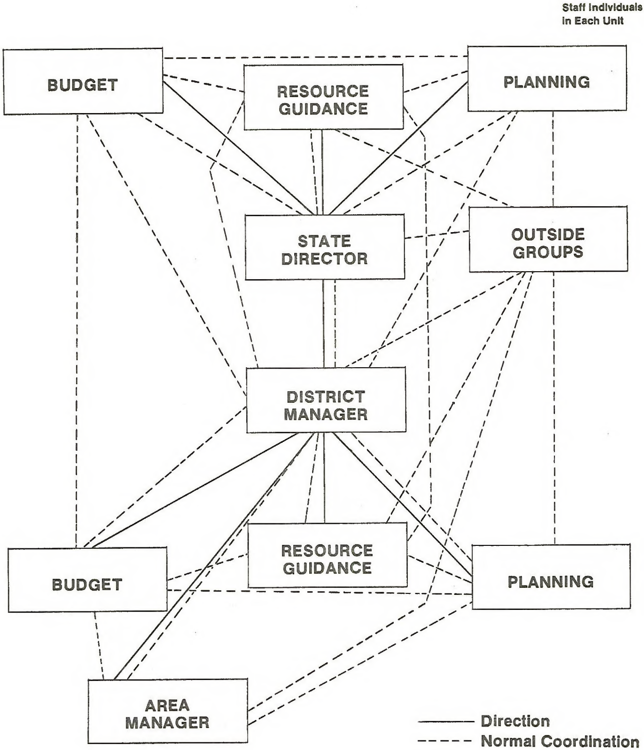
4. When a short time frame exists.

For instance, take condition No. 3 above. When new guidance is developed on a daily basis, it needs to meet with the approval of all of the major boxes in Figure 3. But the dotted lines in Figure 3 are a cumbersome way to get this done on a daily basis.

So along comes project management to help simplify the spaghetti diagram.

FIGURE 3

DIRECTION AND COORDINATION IN A SIMPLIFIED BLM FIELD ORGANIZATION



CHAPTER III
PROJECT MANAGEMENT: HOW IT WORKS

It's really fairly simple at the outset. First, the scope of the project is defined. Remember, that means identifying the geographic area, programs, functions, and authorities to be vested in a project manager, rather than in the normal organization. In the case of Montana's Fort Union Coal Project, this consisted of the Fort Union Coal Region, the Coal Program, and all functions and activities from commencement of activity planning through the lease sale. In the case of an RMP, this would likely include the resource area involved, all resource programs, and all functions from the initiation of inventory through the release of the management decisions.

Second, a project manager is selected. Third, based upon some understanding of the requirements, personnel are assigned to work on the project. More often than not, these personnel will come from different locations within the state-wide organization. Figure 4 is a simplified version of what this project organization would look like. Compare it to Figure 3.

For the project manager to operate effectively, he must be given the responsibilities and authority of key line and staff officials in the state within the scope of the project. For instance, program direction for the project would not come from the State Office Division of Resource or the District Office Resource Division, but from the project manger. Planning and environmental direction would be handled in the same manner. The project manager, and not the area manager or district manager, would normally be the public spokesman for the project. In simple terms, these key line and staff officials have given up a portion of their normal job to a project manager, in hopes that he will exercise this authority competently and to their satisfaction. This is often threatening to the existing line and staff officials. Figures 4 and 5 show that this should not be the case. Not if these officials and the project manager are working under the same goals and objectives for sound resource management effectively planned and administered. Figure 4 indicates that the project manager has a major responsibility to coordinate his efforts with line and staff officials to ensure consistency and acceptance. Figure 5 shows that those line and staff officials still have the traditional lines of authority through which they can influence the project within the scope of the project management plan.

Steering Committees

A steering committee is one mechanism to provide overall direction to a project manager. First, it ensures that the project manager receives one set of directions, and not conflicting directions from several key officials. Second, it allows key officials concerned with the project to have a say in its overall design and direction. On interagency projects, other agency officials are normally included on the steering committee.

Responsible Official

Normally, a single line official (State Director, District Manager, or Area Manager) is given overall responsibility for a project. The project manager is then accountable to the responsible official on a day-to-day basis. Direction and clearance may still rest with the steering committee, but frequently the responsible official is also made chairman of the steering committee.

Project Personnel

When project personnel do not work full time for the project manager, but are on loan part time from a State Office division, resource area, or elsewhere, they inevitably have two bosses: Their regular supervisor and the project manager. Many supervisors are uncomfortable with this situation, although it has been a common practice in private industry for years.

BLM has an excellent system for handling these situations, known as the Performance Improvement and Position Review form (PIPR). The PIPR allows for assignments to an individual at the beginning of each year with standards for performance. These standards may include to whom the employee is accountable for that work. The project manager and the normal, or rating, supervisor simply must work out the employee's work schedule at the beginning of the year and resolve schedule conflicts as they arise. If conflicts cannot be resolved, they are referred to a higher level in the organization, as with any other schedule or budget conflict. The permanent supervisor continues to complete the PIPR form each year, but in consultation with the project manager for job elements and objectives pertaining to the project.

Personnel Implications of Project Team Assignments

Individuals likely to be assigned project duties should have that fact reflected in their position descriptions. Second, the level of responsibility the person has on the project, in other words the grade level, should be in keeping with the grade level of his or her other duties. Both the rating supervisor and the project manager should assure themselves that this is the case. This way, formal details and official personnel actions are not required for an individual to work on a project. This would be required only when say, GS-11 Writer-Editor duties were required on the project, and there was no Writer-Editor available at that level within the state organization to assign to the project. In this case, a temporary promotion, or detail, might be in order. But, if the organization is set up to accommodate project work on a normal basis, details and temporary promotions should be very rare.

Figure 6 illustrates an excellent example where an employee was accountable to three different officials while performing different roles. Project management does not solve all personnel problems, nor does it make them more complicated if properly handled.

FIGURE 4
ORGANIZATION BY PROJECT

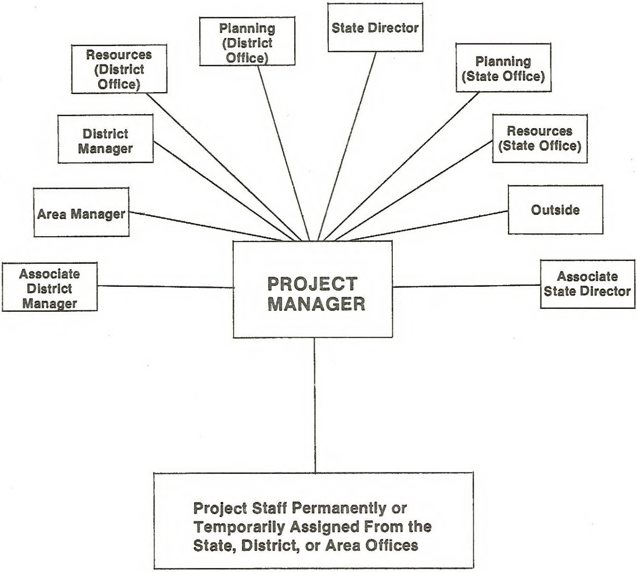

Planning (District Office)
State Director
Resources (District Office)
Planning (State Office)
District Manager
Resources (State Office)
Area Manager
Outside
Associate District Manager
PROJECT MANAGER
Associate State Director
Project Staff Permanently or Temporarily Assigned From the State, District, or Area Offices

FIGURE 5
DISTRICT ORGANIZATION

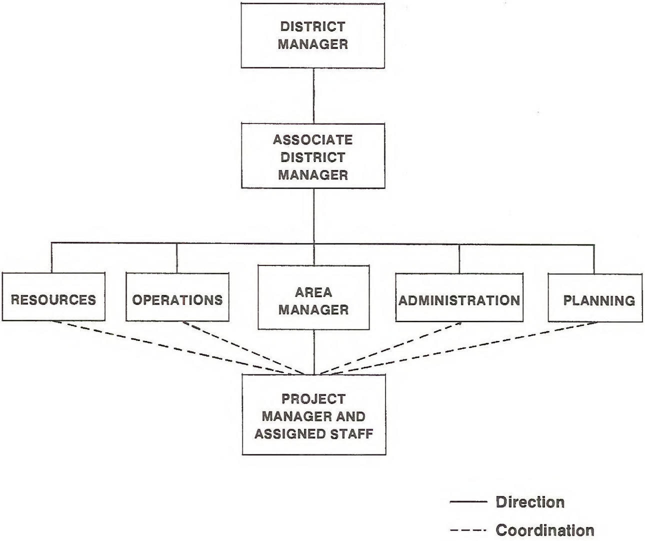
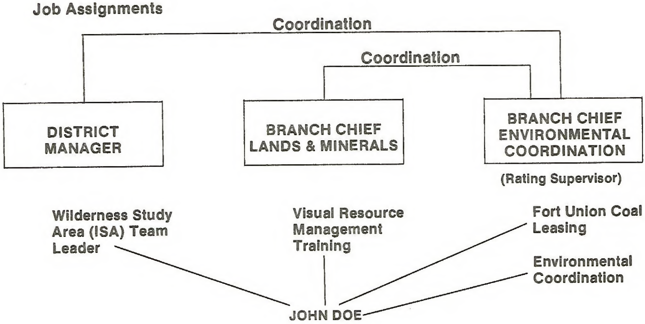


FIGURE 6
EMPLOYEE ACCOUNTABILITY


Job Assignments
Coordination
Coordination
DISTRICT MANAGER
BRANCH CHIEF LANDS & MINERALS
BRANCH CHIEF ENVIRONMENTAL COORDINATION
(Rating Supervisor)
Wilderness Study Area (ISA) Team Leader
Visual Resource Management Training
Fort Union Coal Leasing
Environmental Coordination
JOHN DOE

DOCUMENTATION **DUTIES**

PIPR FOR John Doe

ELEMENTS	**STANDARDS**	**PERFORMANCE**
1. ISA Team Leader	1.	(Prepared in consultation with District Manager)
2. VRM Training	2.	(Prepared in consultation with Lands & Minerals Branch Chief)
3. Ft. Union	3.	(Prepared by Environmental Coordination Branch Chief)
4. Environmental Coordination	4.	(Prepared by Environmental Coordination Branch Chief)

CHAPTER IV
PROJECT DESIGN

Once the decision to set up a project organization is made and a project manager is designated, project design begins. Project design is reflected in a project management plan. For an EIS this may be called a preparation plan and for an RMP, an action plan, etc. The objective of the plan is the same: to establish the objectives, organization, and ground rules for conducting the project.

One reason for the plan is that the project works under a new set of organizational arrangements not described in functional statements for the existing organization. A second is that the project is often run by procedures and technical standards not fully covered under existing Bureau or State direction. Both of these areas need to be fully understood by personnel working on the project and by other line and staff officials in the State organization if the project is to be a success.

The Project Management Plan may be an extensive document for a complex project, or a brief one for routine activity plans. On longer term projects, it is unlikely that all direction can be completed for the plan at the same time. Some aspects of guidance may be developed and the plan supplemented as the project proceeds. On interagency efforts, a Project Management Plan can readily substitute for a Memorandum of Understanding. There are several important areas which any project plan must address.

Project Objectives

The objectives of the project should be clearly stated. All other aspects of the project should serve these objectives. Writing a set of objectives is not as ridiculous nor as easy as it may sound.

Organization

It is important that the organization, rules, responsibilities, and authorities of the project be clearly defined. This goes beyond the traditional organizational chart and the listing of personnel assigned. It includes defining where the job of the project manager starts and stops, the role of the steering committee (if any), the role of the responsible official, and the relationship of other line and staff officials to the project. Since the project plan sets up a new organization for running the project, and direction does not exist elsewhere, attention must also be given to internal project organization. This is especially important on larger projects with a number of personnel working on them. This would include defining the role of an assistant project manager (if any), technical specialists, writer-editors, technical coordinators, work group leaders (if any), and support personnel from outside the project organization.

Furthermore, a Herculean attempt should be made to define these responsibilities in English so that they might be understood by normal humans. This means using terms like "directs," "does," "helps," "clears," etc. It means avoiding terms like "provides assistance to," "coordinates," "facilitates," "provides overview," and similar imprecise, confusing terms.

Appendix A is an illustration of the responsibility statements developed for the Fort Union Regional Coal Project Plan.

Purpose, Alternatives, Proposed Action

The project plan should explain clearly the scope of the project. This may include general resource planning objectives as they might appear in the beginning of an RMP project, or it may include detailed project proposals from industry with well defined alternatives. At minimum, the types of alternatives to be evaluated should be included. This section of the plan need not include lengthy, detailed project descriptions, or section by section descriptions of alternative rangeland management options, if this information is readily available to all project personnel.

Schedule and Process

Oddly enough, it is difficult to schedule a project until you know the steps which are required to complete the project. Key steps in the project should therefore be identified and defined early. They then become the basis for determining the project schedule. Listings of key dates, bar charts, and process flow charts are the principal techniques for developing a schedule. (See Appendix B and C)

Someone on a project should understand PERT (Program Evaluation and Review Technique) charting and critical path analysis. Again, since the process is often a new one, the definition of steps should be more detailed than might otherwise be necessary. Nothing is worse on a project than not having people understand what is to be accomplished at each stage, because that amounts to not knowing what they are doing.

Special Issues, Technical Standards, and Document Outline

These three things go hand in hand, although they may appear in different sections of a Project Management Plan. Special Issues are simply things that need to be addressed and resolved in the course of completing the project. They may surface as a result of legislation, management initiative, the EIS scoping process, or the development of planning criteria for an RMP. Their purpose is to focus the effort of the project.

The technical standards to which resource issues are addressed also need to be clearly understood by both management and the technical specialists. For instance, on a rangeland management EIS project, are we going to look at vegetation from the point of view of

SIM, SVIM, condition categories, allotments, pastures, etc.

Special and early attention should be given to resource analysis techniques which will be used and those which will not. Will computer analysis be employed, or will satellite imagery be interpreted, etc. What type of graphic and map information is needed. Both analysis requirements and printing requirements should be carefully considered in reaching these decisions. The analysis methods to be used must be clearly understood by all people working on the project, and a clear understanding developed that they will meet the technical standards (discussed above) and the project objectives in a timely and cost effective manner.

With the issues identified and the degree to which they will be evaluated settled, the final step is to decide where these will appear in a document if a document results from a project. This is normally called a working outline, and it better be as detailed as possible or people will become confused. An outline that stops at vegetation, for example, does not resolve the issue of whether wildlife habitat types appear in the wildlife section or the vegetation section. The time to resolve this issue is now, not after the project manager discovers that neither specialist has written such a section.

Operating Procedures

These include who signs mail, who reviews manuscripts before they get typed or revised, and who deals with the Division of Management Services when furniture, typewriters, and similar items cannot be located. Remember that many day-to-day operating procedures required by a project will not be covered by the normal operating procedures of the office. This is particularly true where project personnel reside in several different locations. Some more thought should be given to this issue, and any major decisions documented in the project plan.

Public Involvement

Public review of BLM plans and programs is a major aspect of today's resource management job. Public involvement objectives and steps to ensure that they are met should be clearly identified in a public involvement section of the Project Management Plan (See Appendix D).

Other Things

Each project will have its own special requirements. It is expected that any project plan will supplement or abbreviate the above listing of standard contents. Further, the project plan is not meant to repeat clear and readily available existing direction, or to address every question likely to occur in the conduct of the project. The project plan says essentially that the game is baseball, it's the Indians versus the Cowboys in Fort Smith, Horace Mann is going to be the pitcher, and you will generally steal a base if the catcher loses the ball and can't find it. It represents the general rules of the game.

It does not tell you whether with 3 all, bases loaded and two outs in the ninth, Billy Martin should start hasseling the umpire. That is day-to-day project management, and the subject of the next section.

CHAPTER V
PROJECT MANAGEMENT

So now the project is designed and all is put together to everyone's satisfaction. Managing the project is the business of trying to keep everything from falling apart. Effective project management requires a thorough understanding of personnel management, business communication, and organization management.

Direction

Work must be directed on a day-to-day basis. This means giving direction outside of normal instruction memo channels, and in many cases, to people who do not otherwise work for the project manager. How this is done, and what direction the project manager will sign on his own authority needs to be clearly understood.

Communication

More frequent communication is often required on projects, because of the normally tight schedules and the fact that direction is frequently changing. Communication techniques become more complicated on complex projects involving people in a variety of locations. The bottom line is this: Channels of communication must be kept open and used constantly.

Personnel Management and Supervision

The key problem to overcome is dealing with an individual from another office who feels he has no stake in the project and will not get recognized for his work. He may also resist supervision by two bosses. The key here is to develop a good working relationship with that employee's rating supervisor and ensure that both the supervisor and the employee get credit for the work done. Visibility for the employee's work is probably the key. The relationship begins with the PIPR and the Project Management Plan and hopefully concludes with recognition for work accomplished.

Quality Control

The review and revision system simply has to work, thoroughly, in order to obtain quality. More reviews are required on developmental efforts than on work where standards are better defined. So quality control is not a review once-in-a-while matter on a project, but a continuing job. It should be made very clear who has this job and exactly what is expected of him/her.

Coordination

There is a lot of it: Our key area of coordination is between the project manager and all those other officials who have relinquished part of their authority to the project manager. The more coordination that occurs here, the more comfortable those officials will be that they are not being circumvented. Internally, a lot of staff meetings, telephone calls, and memos, are needed. External coordination is equally important on major projects. Remember always that it is more important on a project because personnel don't have a solid base of rules and regulations to fall back on.

Reporting

When a report is required, it should be prepared in a timely manner. People who are responsible for, or interested in the project, will want a timely report to assure, in their own minds, that something is happening.

Schedules and Deadlines

Operate on O'Flaherty's Law. Murphy's Law states "What can go wrong, will go wrong." O'Flaherty's Law states "Murphy was an optimist!" The key skill is flexibility. Something will go wrong, and some deadlines will be missed. Please assume this will happen. Then ensure that one member of the project is a genius at designing plan B, C, and D to accomplish the project objectives in a lesser amount of time. Always allow enough time for document review, printing, and graphics preparation, or this will certainly become a major issue in project management where results or decisions must be documented.

Interdisciplinary Exchange

This is not a law of nature, but for any project to succeed, it must occur frequently. Staff meetings, work groups dealing with several resources, and joint analysis are possible techniques to accomplish this.

Delegation

This is a problem for project management anytime. It is easier to delegate knowns in an existing organization, than it is unknowns in a project organization. But people work best when they are given a job and the authority to do it. This simply requires a project manager with the capability of defining a job in an ever-changing environment.

Workloads

Where workload problems do surface, it is because project workloads consist of peaks and valleys. There are peak heavy workload periods for specialists during the analysis stages of a project and lulls during review. A Writer-Editor does very little during analysis but is overworked when manuscripts come in. The key for an employee with two supervisors, is to try to ensure that the peak of the project work does not occur when the other supervisor has a crisis he needs the same employee to address. When this does occur, bribes, threats, and pleading are all accepted techniques. The same can occur within a permanent project organization with two project schedules coming into conflict. The ultimate solution is that someone has to set a priority.

Sensitivity

Oddly enough, projects usually involve human beings. These are highly volatile, emotional, and unstable animals. Project management must take account of individuals' feelings, reactions, and capabilities and respond to these almost on a daily basis. Otherwise, the little frictions become major problems. This is doubly important since projects are usually established in situations likely to be highly stressful and pressure filled. Courses in synergy, group dynamics, and organization development would not hurt. But it all boils down to being sensitive to people's feelings, capabilities, and stress points, and responding in an understanding manner.

Specialists and Generalists

On most projects both types of skills are needed. The best individual to select for a project is a specialist who thoroughly understands his specialty, but has a wider perspective on the environment and on resource issues. Such an individual can better accept criticism and modification of his work, and can be more useful to the project as a whole.

Decision Making

It goes with the project management job. Perhaps the biggest decision is to decide which decisions to make as project manager, and which ones to discuss with one or more senior line and staff officials before making. If you make too many decisions without consultation with other concerned officials, you will quickly make a bunch of people angry. If you consult all the time, you will become ineffective and inevitably have to make decisions ignoring certain pieces of advice. This will also tend to make a bunch of people angry. Good luck on finding a happy balance. In most cases, the decisions must be made quickly and without the most careful deliberation and the skill here is sorting out the trivial from the important concerning what decisions might be best to make.

CHAPTER VI
MONTANA PROJECT MANAGEMENT GUIDELINES

1. A Project Management Plan (action plan, preparation plan, PMP) will be developed for all work with project status.

2. Activity level projects will be managed at the district or the resource area level depending on the situation and the decision of the District Manager. Standard planning and environmental projects (RMPs, MFP amendments, EISs) will generally be managed at the district level. Major interstate and interagency projects will be managed at the State Office level.

3. More often than not, personnel from all three levels in the State organization (State Office, District, Resource Area) will be assigned to a project organization.

4. Line officers will not serve as project managers. However, principal line managers will be the responsible official on projects in all but the most exceptional cases.

5. Major undertakings will be evaluated regarding the use of the project management approach as they arise.

6. The Division of Planning and Environmental Coordination in the State Office will have the overall lead on projects for the State.

7. A management guidance approach will generally be used with projects, but accountability for the project will remain with the responsible official and the project manager.

8. At minimum, the project manager and his staff will carry all project work through the decision phase of the project. Line managers, of course, will retain and exercise their authority for making final resource decisions as delegated.

9. Position descriptions, especially at the State Office and District Office levels, will recognize potential project management assignments as part of some individual's jobs. Temporary promotions and temporary assignments to project manager positions will be considered on a case-by-case basis.

1.4 WORK RESPONSIBILITIES

BLM Lead State Director, Michael Penfold

The lead State Director is responsible for ensuring that the regional coal lease sale schedule is met. To do this he will receive policy and technical guidance from the Office of Coal Management and guidance from the Regional Coal Team in the form of recommendations on leasing targets, tract delineation, tract ranking, and tract selection. The lead State Director supervises the Fort Union Coal Project Team (RCT) in the activity planning and EIS preparation process. He also makes sure that coordination with other BLM offices and affected federal and state agencies is achieved.

Fort Union Coal Project Manager, Dave Darby

The Project Manager is responsible for managing and coordinating all aspects of the project. This includes serving as Chairman of the Facility Evaluation Group, providing principal liaison with GS on tract delineation, and developing supplemental direction for BLM districts on Site-Specific Analyses. He is responsible on a day-to-day basis for implementing guidance from the Fort Union Regional Coal Team, and for all project efforts beginning with completion of Management Framework Plans and culminating in final leasing recommendations to the Secretary. He is also responsible for information requested by the Regional Coal Team and for coordinating lease sale activities subsequent to Regional EIS completion. He establishes activity scheduling throughout the process and reviews and approves all analyses prior to inclusion in official review drafts.

Assistant Project Manager, Bill Frey

The Assistant Project Manager is responsible for knowing at all times what activities are occurring on all aspects of the Site-Specific Analyses and Regional EIS processes. He is responsible for the overall Site-Specific Analysis and EIS schedule, for communication with work groups and district Site-Specific coordinators, and for administrative aspects of the Environmental Assessment operation. He serves as the principle contact with GS on tract delineation. He also coordinates the effort among work group leaders.

Technical Coordinator, Lloyd Emmons

The Technical Coordinator is responsible for ensuring that information is technically correct and scientifically consistent throughout the activity planning and environmental assessment process. He is responsible for making sure authors analyze environmental components within standards established by the scoping process and by the Regional Coal Team. He makes certain that proper scientific review of the environmental assessment process has occurred prior to submission to the State Director and the Regional Coal Team. In this capacity, he is available throughout the project for assistance to State Coordinators, work group leaders, and district Site-Specific team leaders.

State Coordinators

State Coordinators are located in Helena and Bismark. In the states of Montana and North Dakota, they are responsible for coordinating all activities necessary to meet the objectives of activity planning and the EIS. The State Coordinators provide a focal point for information in Montana and North Dakota on the preliminary facility evaluations and on the EIS. They assist the Project Manager in the direction of the overall project. They assist work group leaders in a variety of ways. They may also assist in reviewing final manuscripts to ensure that the widest possible array of federal and state concerns are addressed. The State Coordinators are included as participating staff on the Facility Evaluation Group, Energy Production, and Products Work Group, and are members of the screening group to prioritize areas for tract delineation and Site-Specific Analysis.

Work Group Leaders/Work Groups

Work group leaders are responsible, within the various specialities, for all of the analyses and documentation connected with the Preliminary Facility Evaluation Reports (PFER), Site-Specific Analyses/PFER summary reports, Regional Coal Team tract ranking presentations, cumulative assessments, and regional EIS's. In addition, they are responsible for technically assisting the Site-Specific Analyses team, whose work they will review and clear. In these capacities, the group leaders work on development of guidance for Site-Specific Analyses, Facility Evaluation Reports, and EIS's. They are responsible for continuing coordination among themselves, working through the technical coordinator, and keeping project management informed of progress. A major objective of each work group leader is close coordination with other affected federal, state and local government specialists assigned to the work group.

Each work group is responsible for discussing and analyzing the aspects listed in section 1.3. Each work group describes probable impacts of federal coal development upon its respective area of responsibility. Furthermore, where an impact is discovered that affects another work group's responsibilities, that work group must be informed so that it can incorporate the change into its studies..

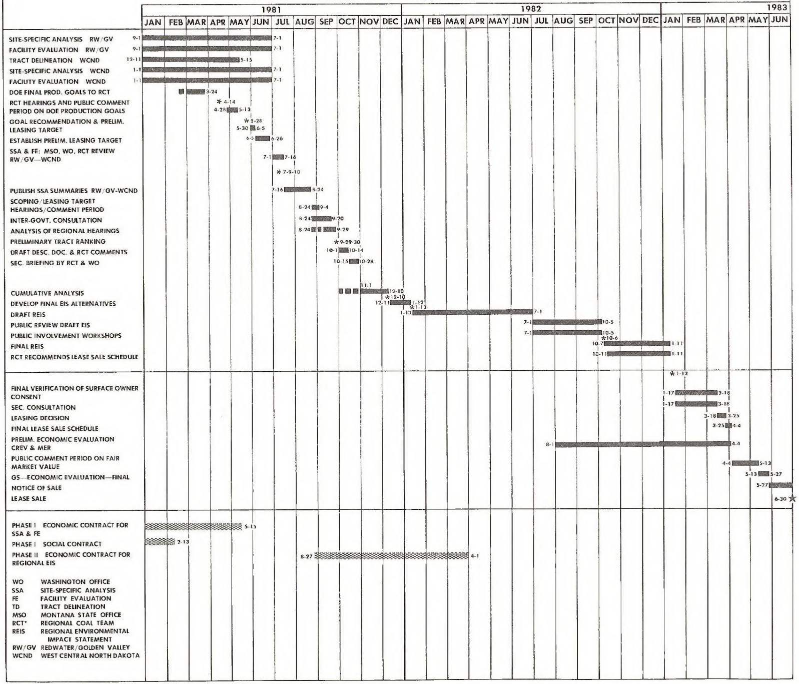
BLM District Managers

Within their respective districts the Miles City and Dickinson District Managers are primarily responsible for completion of the Site-Specific Analyses and for working with GS on a daily basis during the tract delineation process. Through participation with the Regional Coal Team, they will be responsible for, among other things, tract ranking, selection and scheduling, and determining alternative combinations of tracts. Also they will be given the opportunity to review the various manuscripts through the final EIS.

In addition, the District Managers will work closely with the Project Manager in developing the project management plan and related project direction.

APPENDIX B

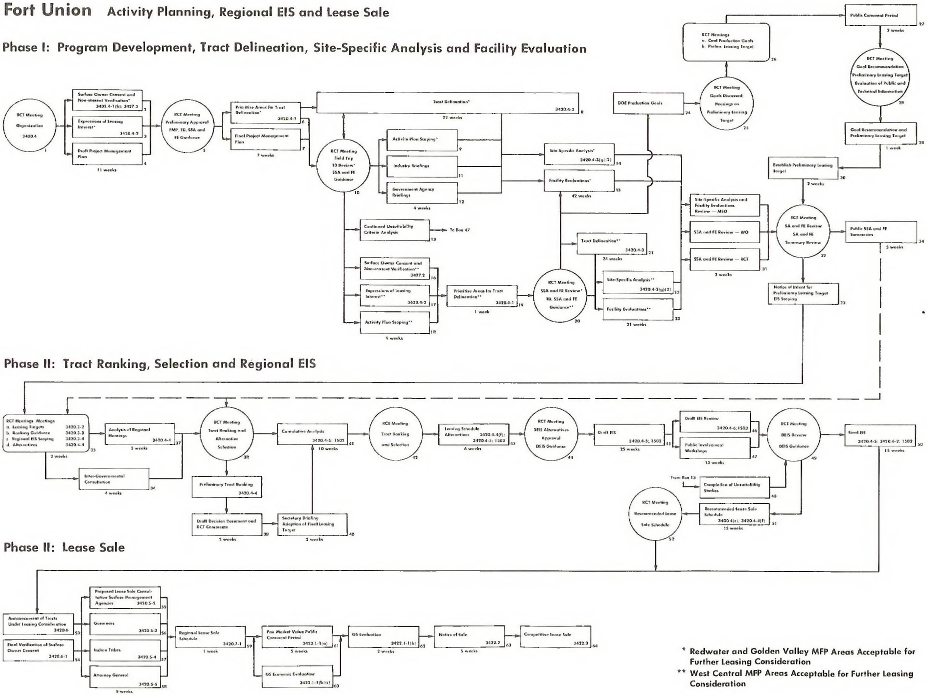
FORT UNION PROJECT SCHEDULE



WO	WASHINGTON OFFICE
SSA	SITE-SPECIFIC ANALYSIS
FE	FACILITY EVALUATION
TD	TRACT DELINEATION
MSO	MONTANA STATE OFFICE
RCT*	REGIONAL COAL TEAM
REIS	REGIONAL ENVIRONMENTAL IMPACT STATEMENT
RW/GV	REDWATER/GOLDEN VALLEY
WCND	WEST CENTRAL NORTH DAKOTA

APPENDIX C

Fort Union Activity Planning, Regional EIS and Lease Sale


Phase I: Program Development, Tract Delineation, Site-Specific Analysis and Facility Evaluation
RCT Meeting Organization 3400.4 1
Surface Owner Consent and Non-consent Verification* 3402.4-1(b); 3427.2 2
Expressions of Leasing Interest* 3420.4-2 3
Draft Project Management Plan 4
11 weeks
RCT Meeting Preliminary Approval FMP, TD, SSA and FE Guidance 5
Prioritize Areas for Tract Delineation* 3420.4-1 6
Final Project Management Plan 7
7 weeks
Tract Delineation* 3420.4-3 8
22 weeks
RCT Meeting Field Trip TD Review* SSA and FE Guidance 10
Activity Plan Scoping* 9
Industry Briefings 11
Government Agency Briefings 12
4 weeks
Continued Unsuitability Criteria Analysis 13
To Box 47
Site-Specific Analysis* 3420.4-3(g)(2) 14
Facility Evaluations* 15
42 weeks
Surface Owner Consent and Non-consent Verification** 3427.2 16
Expressions of Leasing Interest** 3420.4-2 17
Activity Plan Scoping** 18
9 weeks
Prioritize Areas for Tract Delineation** 3420.4-1 19
1 week
RCT Meeting SSA and FE Review* TD, SSA and FE Guidance** 20
Tract Delineation** 3420.4-3 21
24 weeks
Site-Specific Analysis** 3420.4-3(g)(2) 22
Facility Evaluations** 23
21 weeks
DOE Production Goals 24
RCT Meeting Goals Discussed; Hearings on Preliminary Leasing Target 25
RCT Hearings
a. Coal Production Goals
b. Prelim. Leasing Target 26
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2 weeks
RCT Meeting Goal Recommendation Preliminary Leasing Target Evaluation of Public and Technical Information 28
Goal Recommendation and Preliminary Leasing Target 29
1 week
Establish Preliminary Leasing Target 30
2 weeks
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SSA and FE Review — WO
SSA and FE Review — RCT 31
2 weeks
RCT Meeting SA and FE Review SA and FE Summary Review 32
Notice of Intent for Preliminary Leasing Target EIS Scoping 33
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5 weeks
Phase II: Tract Ranking, Selection and Regional EIS
RCT Hearings Meetings
a. Leasing Targets 3420.3-2
b. Ranking Guidance 3420.3-3
c. Regional EIS Scoping 3420.3-4
d. Alternatives 3420.4-4 35
2 weeks
Inter-Governmental Consultation 36
4 weeks
Analysis of Regional Hearings 3420.4-4 37
2 weeks
RCT Meeting Tract Ranking and Alternative Selection 38
Preliminary Tract Ranking 3420.4-4
Draft Decision Document and RCT Comments 39
2 weeks
Secretary Briefing Adoption of Final Leasing Target 40
2 weeks
Cumulative Analysis 3420.4-5; 1502 41
10 weeks
RCT Meeting Tract Ranking and Selection 42
Leasing Schedule Alternatives 3420.4-4(f); 3420.4-5; 1502 43
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RCT Meeting DEIS Alternatives Approval DEIS Guidance 44
Draft EIS 3420.4-5; 1502 45
25 weeks
Draft EIS Review 3420.4-6; 1503 46
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13 weeks
From Box 13
Completion of Unsuitability Studies 48
RCT Meeting DEIS Review DEIS Guidance 49
Final EIS 3420.4-5; 3420.6-2; 1502 50
15 weeks
Recommended Lease Sale Schedule 3400.4(c); 3420.4-4(f) 51
15 weeks
RCT Meeting Recommended Lease Sale Schedule 52
Phase II: Lease Sale
Announcement of Tracts Under Leasing Consideration 3420.6 53
Final Verification of Surface Owner Consent 3420.6-1 54
Proposed Lease Sale Consultation Surface Management Agencies 3420.5-2 55
Governors 3420.5-3 56
Indian Tribes 3420.5-4 57
Attorney General 3420.5-5 58
9 weeks
Regional Lease Sale Schedule 3420.7-1 59
1 week
Fair Market Value Public Comment Period 3422.1-1(a) 61
5 weeks
GS Economic Evaluation 3422.1-1(b)(c) 60
GS Evaluation 3422.1-1(b) 62
2 weeks
Notice of Sale 3422.2 63
5 weeks
Competitive Lease Sale 3422.3 64

* Redwater and Golden Valley MFP Areas Acceptable for Further Leasing Consideration

** West Central MFP Areas Acceptable for Further Leasing Consideration

4. PUBLIC INVOLVEMENT PLAN

4.1 INTRODUCTION

The overall purpose of the public participation plan is to provide an ordered means of communication with the various segments of the public so that they can contribute to the coal program. Public involvement will go beyond merely listening to public opinions. The participation will be planned and timed so that public views will be incorporated into the decision-making process itself. In any public involvement plan there must first be orientation and education, followed by exchanges of views.

Keeping the public informed on the coal project will depend largely on the degree of interest that the news media takes. Throughout the program media representatives will be kept informed, and a posture of openness and assistance to the media will be maintained.

There are four major steps in the development of a public involvement plan:

1. **Program Definition.** This Project Management Plan, together with federal regulations and Interior Department Direction, defines the major steps in the coal activity plan/EIS/decision process. These are the elements around which the public involvement plan is built.
2. **Identification of Affected Public Groups.** Public in this plan is used in the broadest customary sense: general public, interest groups and organizations, private enterprise, and government representatives. For a description of how the public is involved, see the Public Involvement Chart, 4.1.
3. **Public Involvement Objectives.** Two over-riding objectives are the basis for this plan:
   a. Ensure that the information and analysis upon which federal leasing decisions are to be based are technically sound and acceptable to the widest possible number of affected citizens.
   b. Ensure that the results of public involvement efforts are adequately evaluated and used in both the assessment and decision-making aspects of the Fort Union program.

   Certain regulatory requirements related to public involvement must be met. The public must be sufficiently oriented to the Fort Union coal program to become involved with it. Public involvement should be encouraged and made as convenient as possible.
4. **Techniques.** The public involvement techniques vary with the step in the program, the role of different public groups, and the objective being addressed. Section 4.4 is an attempt to chart these elements of the program for the Fort Union effort.

Several techniques of the Fort Union Public Involvement Plan deserve special mention:

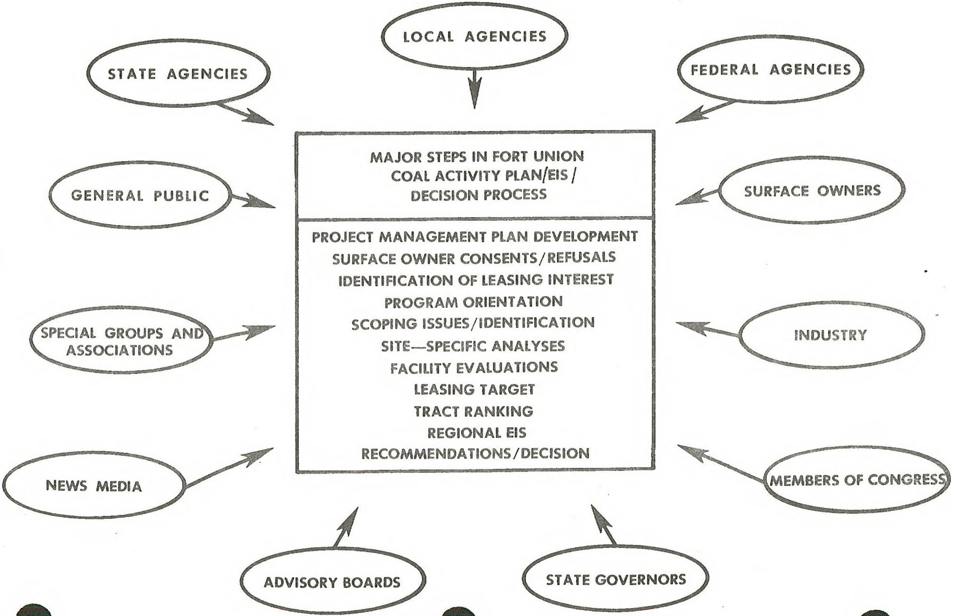
Scoping

The scoping process is designed in two phases to allow for the identification of issues prior to site-specific work, and then to allow more specific scoping in conjunction with defining issues and leasing alternatives for the regional EIS. Many issues have already been identified in connection with coal development in eastern Montana and West-Central North Dakota. This has occurred through prior planning and public involvement efforts. The initial scoping phase would use a brochure describing the Fort Union program and identifying major public issues already on record. It would solicit by mail any new concerns or special emphasis. In addition, the opportunity for personal briefings or conferences would be provided to specific groups or organizations. Meetings and hearings chaired by the Regional Coal Team would be used in the second phase of the scoping process (during the regional EIS). The purpose of these meetings will be to listen to the public and to exchange views with them. The meetings will be held throughout the Fort Union coal regions and will address the different kinds of impacts, both on-site and off-site. Finally, unstructured interviews will be used to discover public attitudes, concerns with likely coal related impacts, and quality-of-life considerations. The results of these interviews will also be used to refine further the issues and rank the importance of items in the Fort Union process.

Work Group Project Structure

The project is designed to operate largely through work groups, which are established to deal with different environmental and issue areas, such as agriculture,

CHART 4.1
PUBLIC INVOLVEMENT PLAN: PROGRAM STEPS AND AFFECTED GROUPS



vegetation, and soil. The work groups will be made up primarily of BLM and GS personnel. However, an effort will be made to involve other federal, state, and local agencies in the work groups and to involve interested groups, organizations, and individuals as contacts for these work groups. The purpose will be to involve affected public groups early in the assessment process so that they may affect the analysis from the beginning.

Site-Specific and Preliminary Facility Evaluation Review

A summary of the results of the Site-Specific Analyses and Preliminary Facility Evaluation Reports will be written. This is a compromise between having no structured documentation of the results of the tract specific phase and the reprinting of 50 to 75 major analyses. The printing and public distribution of the entire Site-Specific Analyses and Preliminary Facility Evaluation Reports would be impractical. However, the public needs to be aware of the more important results of these analyses in order to participate in an informed way in the steps that follow. The summary report coupled with overview briefings prior to the Regional Coal Team hearings are techniques for accomplishing this involvement.

Regional Coal Team Hearings

The Regional Coal Team will chair hearings on the regional leasing target, on tract ranking criteria, on EIS scoping issues, on alternative tracts for consideration, and on the draft, regional EIS (during the public review period). These hearings will allow the Regional Coal Team to hear comments not only on the quality of analyses which have been done, but also hear comments from the public that will directly affect decision-making.

Public Workshops on the Draft EIS

In addition to the Regional Coal Team hearings and the normal document review of the draft EIS, public workshops throughout the region are currently planned. This will allow government, industry, and private leaders throughout the region to participate directly, in a structured fashion, in making views and preferences known to the Regional Coal Team.

Project Newsletter

A Fort Union Project Newsletter is anticipated, to be issued every 2-3 months or at key points in the overall program. Its major purpose is to communicate with all individuals, agencies, and groups involved directly or indirectly with the project. It would go out to all of those individuals on the project mailing list, in addition to news media. It would not be aimed at the general public, but would be readily available to them.

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